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DD/M&S

13-2636

DD/M&S Registry

File *Personnel 15*

28 June 1973

MEMORANDUM FOR THE RECORD

SUBJECT : Recruitment of College Graduates to Perform
Technical Functions

REFERENCE: Memo from D/Pers to ExDir-Comptroller dated
5 May 1972, same subject

1. The referent memorandum was in response to a request from Mr. Colby, prompted by a report of IG survey of the Imagery Analysis Service, that the Office of Personnel consider whether the Agency has problems arising from the hiring of college graduates to perform technical functions. Mr. Colby identified ISD, NPIC, CRS, and IAS as areas in which such problems might exist.

2. During the past year we have looked into the situation in each case through discussion with appropriate officials and through review of job structures, work requirements, recruitment standards, and the possibilities of career development afforded to such employees. Events have overtaken the problem to some extent through ceiling reductions and reorganization that have affected the hiring situation. In a gradual, evolutionary way, our inquiries and changing circumstances have brought results which can be summarized as follows.

a. In ISD the college degree requirement is focused in the Professional Training Program (PTP), which is used as a vehicle for hiring and training junior professional personnel who, after 18 months or so in analyst positions, are reassigned to operating Divisions and Staffs. The DD/O has reaffirmed his interest in maintaining this program as a source of operations personnel, but on a smaller scale than heretofore. External recruitment for the Program in FY 1974 will be 10 to 15, and prospects are good for satisfactory career opportunities for this number.

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b. NPIC has identified a number of technical jobs-- precise number not fixed--which, instead of being filled by external recruitment of college graduates, are used to provide advancement opportunities for lower graded personnel already on board. This alleviates the problem of over-qualification and focuses the college degree requirement on positions which afford long-term possibilities of professional growth.

c. CRS has done substantially the same as NPIC. The college degree requirement has been dropped for Document Analyst positions which are essentially technical in content and are now being filled by promotions and reassignment from within. The college requirement is maintained for Area Analyst positions which offer long-term developmental possibilities.

d. IAS continues the degree requirement but feels that it will not become a problem in terms of restricted career opportunity because of the small numbers involved. The external recruitment requirement for FY 1974 is currently estimated to be 8.

3. I believe the problem of over-qualification in technical jobs has been alleviated to a considerable degree through such action by components. Furthermore, there is a general awareness of the problem, and the Office of Personnel will continue to monitor component practices in this regard.

[Redacted Signature]

STAT

Deputy Director of Personnel
for Recruitment and Placement

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SENDER WILL CHECK CLASSIFICATION TOP AND BOTTOM			
UNCLASSIFIED		CONFIDENTIAL	SECRET
STAT OFFICIAL ROUTING SLIP			
TO	NAME	DATE	INITIALS
1	EO-DD/S 7 D 24 Hqs.	7/3/73	<i>[Signature]</i>
2	<i>Mr. Wattle</i>		<i>Rdell</i>
3			
4			
5			
6	<i>Registry</i>		
ACTION		DIRECT REPLY	PREPARE REPLY
APPROVAL		DISPATCH	RECOMMENDATION
COMMENT		FILE	RETURN
CONCURRENCE		INFORMATION	SIGNATURE

Remarks:

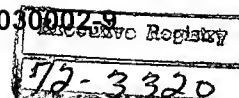
Tex:

Here is the Memo for the Record I mentioned to you, with copies of the basic paper and related memos. If you will file it away with the suspense card as you indicated, for possible use if the subject comes up again, I think that will cover the situation.

1 to 2; Suggest we put this one to rest for the time being - P

STAT *ACB*

		DATE
		6/28/73
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DD/S 72-2364

12 June 1972

MEMORANDUM FOR: Director of Personnel

THROUGH

: Deputy Director for Support

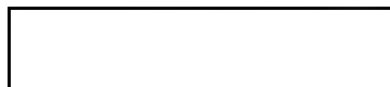
14 JUN 1972

SUBJECT

: Young Professional and Technical Assignments

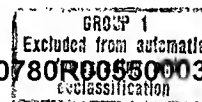
1. Your thoughtful memorandum of 5 May on this subject was well received at the Director's Annual Conference. No hard and fast decisions were made, but it was recognized that the problem is a complex one. I believe, however, that the ground has been laid for a continuing effort to improve our overall situation, as discussed in your paragraph 10. The Director particularly stressed his desire that bright, young people have a way open through which they could move away from mechanical positions to ones providing continuing challenge to their capabilities, and thereby overcoming any temptation or pressure toward assuming a routine approach to their duties.

2. Thus, I would appreciate a further discussion by your representatives with the offices concerned as to the remarks made in this memorandum and your report to me of the steps taken to respond to the Director's comments.



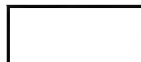
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W. E. Colby
Executive Director-Comptroller



5 MAY 1972

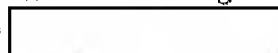
Director of Personnel
5 E 56 HQ



STAT

Executive Director-
Comptroller
7 E 12 HQ

STAT

The attachment responds to your memorandum of 23 March 1971 and also provides a basis for your planned discussion of Young Professionals  As separate documents we have forwarded or are forwarding papers on communications with young professionals, mobility and vacancy notices. Each addresses itself to part of the young professional problem and all should be viewed as interrelated discussions.

Our studies and survey of the young professional indicate that his values and expectations are not at odds with those of his elders. His perspectives on life are somewhat different, but he is not a representative of a youthful counter-culture. He has to see for himself how the Agency environment relates to his own life style and aspirations. Once he has made this adjustment, his problems are those of the rest of the organization: recognition as an individual; having a voice in matters that affect him; the chances for promotion; freedom to move about in the Agency. What they want most is a job that seems worth doing and offers the possibility of eventual growth in

Continued

responsibility and status. To provide such jobs, the Agency needs to maintain a reasonable balance between the work to be done and the talent available to do it.

Signed

Harry B. Fisher
Director of Personnel

Distribution:

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- 1 - DD/S
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OD/Pers/HBFisher:dpm (5 May 72)

5 MAY 1972

MEMORANDUM FOR: Executive Director-Comptroller

THROUGH : Deputy Director for Support

SUBJECT : Recruitment of College Graduates to Perform
Technical Functions

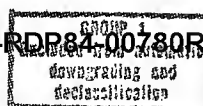
REFERENCE : Memo from Ex Dir-Compt. to D/Pers dated
23 Mar 72, Subject: IG Survey of the Imagery
Analysis Service

1. In the referent memorandum you asked for my comments concerning problems that may be inherent in the subject. This responds to your request and, in paragraph 10, suggests remedial action.

2. Let me say at the outset that the case for and against college graduates in technical and junior analyst positions has been argued inconclusively for almost fifteen years, and I make no claim that this summing-up paper presents final solutions. The issues involved are largely matters of judgment and managerial preference, only partially susceptible of statistical analysis and proof. We have made no new surveys but have reviewed the principal arguments and presumptive evidence advanced by the proponents of the college degree requirement, with reference to personnel data where they bear on the relationship between theory and practice.

3. Qualification requirements for junior professional and quasi-professional jobs have escalated to the point where it is the rare exception that does not require a college degree. This is not surprising in an academically-oriented Agency which takes pride in the educational attainments of its employees, nor is it unusual that component heads should try to upgrade the quality and prestige of their functions by insisting on the highest level of qualifications the market affords. But the process has gone too far in recent years; input of high-potential young employees has exceeded the Agency's ability to absorb them usefully and satisfactorily. We see the resulting dissatisfactions reflected in attitude surveys, reports of the Inspector

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General, pre-exit interview reports, and evidences of increasing concern among junior and middle-grade employees over what they consider to be dim career prospects. The problem of overqualification at junior levels is present in some degree throughout the Agency but appears to exist particularly in DDP/ISD, DDI/NPIC and IAS, DDI/CRS, and potentially in DDS/OF.

4. DDP/RID's early (1958) insistence on GS-09 grades and college degrees for its analyst positions aimed at improving the quality of personnel and the level of performance in what was then a somewhat chaotic records operation. When challenged subsequently on both requirements by the Inspector General and by OF Salary and Wage surveys the justification shifted its emphasis to the importance of the judgments and decisions made by the analysts, the level of intellectual capacity required; and the need to insure, via RID, a continued input to the CS professional officer corps of qualified, experienced, disciplined personnel. On various occasions from the early 1960's onward the case was made that the college-trained analysts would move into CS assignments through the CT Program or by direct transfer after completing the necessary two years in RID; and the argument was reiterated that the responsibilities of the analyst could not be allocated to a grade lower than GS-09, and could not be entrusted to clerical personnel. On the other side of these issues we find the following:

a. The views of those best able to judge--those who do the work--accumulated in numerous personnel records, surveys and interview reports, reflect a preponderant judgment that the "analysis" performed in RID (ISD) is not so difficult or complicated as to require a college education.

b. The analyst jobs, including unit/section heads and senior analysts, are allocated at GS-09 through GS-12. However, Position Control Registers for April 1970 and April 1972 show the following grades for incumbents:

	<u>GS-12</u>	<u>GS-11</u>	<u>GS-10</u>	<u>GS-09</u>	<u>GS-08</u>	<u>GS-07</u>	<u>GS-06</u>
1970							
1972							

25X1

Thus, of the analysts GS-09 and below, only 13% were at GS-09 in 1970, and 16.6% in 1972; 24% and 33.3% respectively were at GS-08; and 63% and 50% were at GS-07 and 06. Promotion records indicate that a college graduate analyst seldom reaches GS-09 until shortly before completion of his tour in ISD, and since February 1972 he is assured only of promotion to GS-08 under ISD auspices.

c. The continuous input to the CS professional corps, via CTF or direct transfer, has varied considerably in volume in recent years. For example:

25X9



5. The job of the Imagery Analyst (Photo Interpreter) in DDI/NFIC at the GS-07/09 level involves primarily the analysis and interpretation of photographic imagery to identify objects or developments in a variety of fields; assembly and maintenance of technical data pertaining to photographic input; preparation and presentation of written and oral reports. Qualification requirements include a B. A. degree, any field; good results on FATH and PI Aptitude tests; stereo vision; and verbal skills. The work is technical and confining. In the last four years or so the college degree requirement has been observed, with rare exceptions. The "any field" stipulation is a reflection of the fact that very few schools teach photo-interpretation. NFIC tries, within the bounds of security, to make people aware of the nature of the job, but even so there is a problem when liberal arts graduates come to recognize that their educational preparation has little relationship to the job. An analysis of follow-up and pre-exit interviews during the past two years indicates that about half of the PI's interviewed expressed some degree of concern about the technical nature of the job and the lack of any real utilization of their college training. In December 1969 NFIC took an experimental step in a technical area which offers promise of wider and beneficial application. The Photogrammetry Division had ☐ Photogrammetric Analyst 25X9 positions, all requiring college degrees, ranging from GS-07 through GS-12. NFIC, along with OP's Position Management and Control Division, was able to change 8 of these to Photogrammetric Technical positions, GS-07/09, and remove

25X1

the degree requirement, plus converting one to a much-needed clerical position. [redacted] are now professional jobs requiring degrees. I understand that NPIC is pleased with the results and is exploring the possibility of similar action in some of the "PI" jobs. The current distribution of Imagery Analyst positions and incumbents, by grade, is reflected in the following chart.

NPIC

INTELLIGENCE RESEARCH SPECIALIST - IMAGERY ANALYST

AS OF 31 MARCH 1972

25X9

Grade	Positions	Employee Grade									Total Employees	Over/Under
		7	8	9	10	11	12	13	14	15		
9												
11												
12												
13												
14												
15												
TOTAL												

6. DDI/LAS is relatively new as a separate organization and career service, having been formed about four years ago from NPIC careerists assigned to LAS. Its original members came from varied backgrounds. Some were college graduates, usually with a geology or forestry major; some were high school graduates with military experience in photographic interpretation; and some had been assigned to NPIC while in military service. In 1968 it was determined as a matter of policy that only college graduates would be hired thereafter in Imagery Analyst positions,

25X9

and as in NFIC the degree could be in any field. The service has ☐ Imagery Analyst positions, ranging from GS-09 through GS-15. Distribution of positions and incumbents by grade, is as follows:

IAS

INTELLIGENCE RESEARCH SPECIALIST - IMAGERY ANALYST

AS OF 31 MARCH 1972

25X9

Grade	Positions	Employee Grade									Total Employees	Over/Under
		7	8	9	10	11	12	13	14	15		
9												
11												
12												
13												
14												
15												
<u>TOTAL</u>												

IAS like the other offices under discussion selects with great care from among applicants provided by the Office of Personnel. The duties of its positions are to analyze, interpret, evaluate, synthesize and report intelligence information from photography and other imagery-producing materials. Qualification requirements are a degree with good grades and good FATEB results. Experience or training in related fields is important, as are good verbal skills. All candidates are interviewed by IAS officials, but discussion of the job content is necessarily general because of security limitations. Recruitment is in the GS-07/09 range and is bringing in a group of able, young, college-trained generalists. Up to now they appear to be more satisfied than not with their job circumstances but they are beginning to perceive career obstacles ahead. Mobility is limited, either vertically or horizontally; the jobs at GS-13 through 15 are held by people little older than themselves; and the intellectual growth potential of their work appears to be limited. The seeds of discontent are present. Five pre-exit interviews were conducted with departing IA's during the past year of which three reflected dissatisfaction with the nature and prospects of the work.

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7. It is the understandable desire of DDI/CRS management to ensure that its force of analysts is of high quality and compares favorably with counterparts elsewhere in the DDI. As a basis on which to develop and maintain the desired level of professionalism its analyst positions are allocated at GS-09 and above, and the qualification requirements for them include a BA or MA degree, a good academic grade average, and good PATB results; some area knowledge and familiarity with a foreign language are desirable. Appointment usually is at GS-07 for a BA, and GS-09 for the MA. There is much to be said for these standards for the area analyst, technically known as an Intelligence Officer (General), whose duties are summarized as, "Under the technical direction and guidance of a senior intelligence officer, performs, as a trainee, basic processing, research and reference services for an assigned geographic area." There is less to be said, however, for the Document Analyst, at the same level and with the same qualification standards, who "Reads and analyzes all-source material received on a specific geographic area. Determines the information in the document to be coded, classifies this information into an alphabetical and numerical code, selects keywords from the text and title. . . The results of this effort are translated into machine language for processing by a computer for subject/area retrieval. . . ." The document analyst, in other words, is essentially an indexer, performing according to well-defined criteria a series of functions which are quite similar to those of the analyst in DDP/ISD. This is in no sense to derogate their importance, but is simply to indicate that the analytical process is not as complex or demanding as it is in other analytical components of the DDI, nor, in my judgment, does it require the same level of academic qualification. I believe the problem of over-qualification and its attendant ills exists primarily with respect to the document analysts. Their current distribution within CRS is as follows:

CRS

DOCUMENT ANALYSTS - ISG and SSG

AS OF 31 MARCH 1972

25X9

Grade	Positions	Employee Grade						Total Employees
		7	8	9	10	11	12	
7								
9								
11								
12								
TOTAL								

SECRET

Opportunities for advancement are limited within CRS and the concept of career progression for their analysts--both area and document--beyond the journeyman level of GS-11 has come to be reassignment to other offices such as OCI. This uncertain prospect works in two ways: it offers a possibility of wider horizons and career advancement to the qualified CRS professional; and it impels CRS to insist upon area specialization in some depth plus language competence at the intermediate level as conditions of entry. This, increasingly, means applicants at the MA level. This almost certainly will exacerbate the problems of overqualification.

8. The situation in DDS/OF appears to be one of more potential than actual problems. Positions are described generally as involving "processing of financial transactions; responsibility for the audit of supporting documentation; coding and recording transactions in ledgers; verification of approving authorities; and ability to establish the propriety of transactions within regulatory material." Entry-level positions are allocated at GS-05/07. Qualification requirements are high school plus 24 semester hours of Accounting for the GS-05; and a 4-year degree plus 24 hours of Accounting for the GS-07. In current practice, only the 4-year college graduate is sought and OF recently has begun to require a 3.0/4.0 grade point average. Recruitment is for positions of both an Accounting and non-Accounting nature. As of 31 December 1971 there were [REDACTED]

25X9 [REDACTED] 25X9
[REDACTED] incumbents. We reviewed 25 follow-up interviews conducted with employees in the GS-05/09 range who were hired during the past 2-1/2 years. Nineteen have 4-year degrees and 6, with 2 years or more of college, are working toward degrees. Opinion was about equally divided as to whether their education is being used in current assignments, but all expressed the view that a degree is a requirement for advancement, and the expectation that it will eventually be used. It seems to be up to OF to see that the expectation is realized.

9. As indicated at the outset, this brief review addresses itself only to the components where the problem of overqualification assumes some proportions. If we can do something constructive about it there, the "ripple" effect into other areas is likely to be considerable. I cannot criticize management for seeking the best candidates available, and with the volume of applicants in the market today they can satisfy their requirements however high. The question is whether we can afford them in the long run. On the evidence I have seen thus far my conclusions are: (1) in the quest for quality we sometimes have lost sight of the realities of the work to be performed; and (2) there is no valid requirement for college graduates to fill all the positions identified. That is not to say that some part of them should not be so filled. The proper course, I believe, lies in a job structure in which staffing can be more elastic and provide for clerical personnel to do essentially clerical work, for competent non-college and junior college

graduates to achieve professional status, and for a reduced number of highly qualified college graduates to do more varied and substantive work, profit from augmented training, and enjoy better career counseling and greater mobility. We have the means at hand with which to develop such a structure. The basic problem is not one of recruitment procedure, briefing applicants on the conditions under which they will be working, or training; it is that the input of qualified young professionals exceeds the number of positions which can engage their interests, use their capabilities, and satisfy their job expectations.

10. I believe the first remedial action should be an objective review of the skills and abilities required to perform the duties of the positions under discussion. This job content analysis should ignore at the outset any considerations of grade level or number of jobs in any given area, and should address itself to defining the work and the nature and extent of the skills required to do it. This would provide a basis for identifying the relative volume of clerical, technical and professional work involved, and the possibilities of job restructuring. Identification of performance requirements would afford, in turn, much more precise guidance than we have now as to the qualifications we should seek in applicants, and the tests and measures best calculated to reveal them. So far as I know, we have never used the Psychological Services Staff to do this kind of study and yet it has the capability, the interest, and the willingness to undertake it, in collaboration with the component concerned and with the Office of Personnel. The related action should be a review by the career services of the number of young professionals they can expect realistically to absorb and for whom they can provide developmental opportunities. If we can get action going along these two lines, I believe other matters relating to personnel management and career development will tend to fall more easily into place. With these thoughts in mind I recommend that you authorize a job analysis study along the lines indicated above, to be conducted by representatives of the component concerned, the Psychological Services Staff/OMS, and the Office of Personnel. I will be glad to offer staff assistance in organizing such an effort. I also recommend that you direct Heads of Career Services to review their posture with respect to the input and development of young professionals who begin their careers in the technical areas discussed herein.

/s/Harry B. Fisher

Harry B. Fisher
Director of Personnel

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Approved For Release 2003/02/27 : CIA-RDP84-00780R005500030002-9

22-1474/3

23 MAR 1972

MEMORANDUM FOR : Director of Personnel

THRU : Deputy Director for Support /PW 27 MAR 1972

SUBJECT : IG Survey of the Imagery Analysis Service

1. Please note the attached copy of a memorandum to DDI commenting on the IG Survey of the Imagery Analysis Service. This survey has some useful comments to make on the problems of young analysts recruited as college graduates to perform technical functions. The questions arise whether they are given a full understanding of the conditions under which they will be working and whether we have appropriate mechanisms for their growth, career potential and transfer, with a clear selection process. As you are well aware, analogous problems may exist in other offices and Directorates, such as:

DDP/ISD

DDI/NPIC

DDI/CRS

Perhaps some of the DDS components

2. I would appreciate your comments on this kind of problem, the degree to which it exists in the Agency and your thoughts as to how we might alleviate it through changes in recruitment procedures, training programs, standardization of selection processes for rotation or transfer to new functions, etc. I would be particularly interested in suggestions for over-all policies, procedures or standards we could discuss with the Deputies.

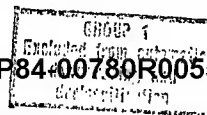
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W. E. Colby

Executive Director-Comptroller

Attachment:

Memo to DDI,
same subject

23 MAR 1972

Executive Registry
75 147413

MEMORANDUM FOR : Deputy Director for Intelligence

SUBJECT : IG Survey of the Imagery Analysis Service

1. Forwarded herewith is the Inspector General's report of the survey of the Imagery Analysis Service. You have already received copies forwarded separately to you by the IG.

25X1

2. I am delighted to note the over-all favorable tone of this report. I am particularly pleased to note the credit given the Director, [redacted] and the reflection of the excellent relations with NPIC. The interface between these two services working in such a similar field could be marked by friction and bureaucratic problems; it is a credit to the leadership on both sides and to the DDI sense of teamwork that it is as the IG report notes it.

3. I would appreciate your response to the recommendations in the attached report by 1 May. I am sending a separate memorandum to the DDP with respect to recommendation number 5, inviting him to consider ways to increase the use of IAS by the CS.

4. I note the remarks on page 43, paragraph 12, with respect to Equal Employment Opportunity. This of course fits in our over-all review of CIA's policies and performance on this important subject. I hope you will give attention to this problem in the context of our over-all effort.

5. I confess some concern as to the problems we may experience with the young analysts (pages 40, et seqq.,). By a copy of this memorandum, I am asking the Office of Personnel to consider their situation in conjunction with others in somewhat similar situations in the various Directorates. I fully understand the motivation behind hiring college graduates, even with advanced degrees, and starting them off on technical work. At the same time, if we do so, I think we should have a very clear presentation to those individuals that this is what is going to happen to them before they start and a very clear

WEC

cc: D/Personnel

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